

Intergroup relations, 1960
letter with exhibits

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January 26, 1960

Mr. Herman Hillman,
Director
New York Regional Office
346 Broadway
New York 13, New York

RE: NYRO:INTERGROUP REL:AS

Dear Mr. Hillman:

Like many other large cities throughout the country, Newark New Jersey is undergoing radical physical and sociological changes. It is experiencing the multiple complex problems of an aging metropolitan center involving paradoxical elements of tremendous improvement and chaotic deterioration; changes enabling many people to improve standards of living as a result of social and technical advances; changes which bring renewed emphasis to the need to adapt revised social welfare concepts, methods and facilities to changing conditions so that they fulfill their responsibilities space with all other elements of a complex community.

The experience of the Newark Housing Authority has been no different from that of the cities or many other Authorities throughout the country. The expansion and rapid advancement of Redevelopment, in highways and other public works, are now displacing many families considered to be undesirable who are eligible for Public Housing. And by law, all these displaced families have priority for occupancy of Public Housing. More than six years ago, the Local Authority, recognizing the fact that these changes profoundly altered the public housing program and there was a need for something other than which we were doing, revised its management techniques, reorganized the management division and established a Tenant Relations Division. The primary function of this division is to ferret out the troubled and troublesome families and refer them to the various agencies, public and private, with the skills and resources to handle their problems.

In the Reverend William P. Hayes Homes, one of the thirteen projects in separate locations comprising the Newark Housing Authority, it was discovered that this too, was insufficient so a special survey was conducted. During this survey it was discovered that there were many families with problems, many of whom were unknown to management, and families who were unaware of the many resources available to them in the community. This

pointed up the need for something larger in scope and an abrupt awakening to the fact that although physical improvement and restoration, such as public housing developments and slum clearances, will relieve some of the physical problems confronting an urban community, coupled with these endeavors must be some refocusing of social welfare services concerned with human, personal needs in order that they can be made more effective wherever and whenever they are needed. In consultation with officials of local public and private agencies, the neighborhood in which the Reverend William P. Hayes Homes development is located was selected as a segment of the community in which a special project, known as "Project Hayes Homes" would be conducted. The primary objectives of the project are: to bring a concentration of social welfare services into a typical low-income area which is manifesting many and varied local needs; to devise and demonstrate methods of coordinating services rendered by different community resources; to demonstrate effective methods of serving groups of people with varied economic, social and cultural backgrounds; and to secure data and experience which will contribute to long range social planning for the city. The ultimate goal is to strengthen the social fabric of the community.

The Reverend William P. Hayes Homes is one of the larger projects of the Local Authority, situated on a total of 19.15 acres of land, 3.39 acres of which is covered by buildings and the remainder is comprised of landscaped areas, parking areas, play areas and sidewalks. There are ten 12-story buildings with two entrances per building and a total of 1,458 units ranging from a one-bedroom unit to a five-bedroom unit. The most recent census of the families residing in the instant project indicates that there is a total of 1,315 Negro families with a population of 5,691 persons, 3,255 of whom are minors and 1,456 are adults; and, a total of 143 White families with a population of 413 persons, 159 of whom are minors and 254 are adults. The total population, including Whites and Negroes, is 6,104 persons.

The facilities and services for leisure time activities and agency assistance in the Hayes Project Area are many and ramified, and of course are interracial as they are at all of our developments. For example, on-project community facilities include:

Indoor:

An auditorium-gymnasium equipped for baseball, deck games, showing of movies, dancing and meetings for large groups of people;

A completely equipped day-care center providing nursery care for 60 children;

A neighborhood house which includes game rooms, club rooms, shops, arts and crafts rooms, meeting rooms and lounges;

A baby-keep-well station fully equipped for pre-natal and post-natal care;

Converted basement areas which include boy scout and girl scout rooms;

A fully equipped boxing gymnasium, and Board of Education Recreation Room, including games room and arts and crafts rooms; and,

A model apartment designed to assist tenants in furnishing their own home attractively and inexpensively.

Outdoor:

Two expansive playgrounds situated contiguously in the center of the project which include three basketball courts, four baseball diamonds, volleyball courts and a large spray pool; and,

Eleven small play and sitting areas, one adjacent to each of the ten buildings and one adjacent to the day-care center and include outdoor benches for the parents.

The off-project facilities include:

The Boys' Club of Newark;
Friendly Neighborhood House;
YM-YWCA;
Branch Public Library;
Ten public schools and playgrounds;
Council of Social Agencies;
Newark Chapter American Red Cross;
Urban League of Essex County; and,
Churches for all denominations.

The programs offered on-project and off-project are many and varied and are available to all groups between the ages of three to eighty-seven. For example:

The activities in the auditorium-gymnasium, the day-care center and the neighborhood house on-project are under the sponsorship and supervision of the Fuld Neighborhood House.

The Fuld Neighborhood House serves 550 families in the Hayes Homes area. It is the only private social service agency in a public housing project in the State of New Jersey. The Fuld Neighborhood House has four services:

Day care for children of working parents;
Group work clubs for all ages, seven to eighty-seven;

A family counselor; and,
Community organization to help citizens better
neighborhood conditions.

The Day Care Center provides nursery care for sixty children aged three to eight years whose parents work. The children come at 7:30 A.M., have activities, lunch and rest naps, under supervision of trained nursery teachers. They are picked up or returned home at 5:00 P.M. School age children are escorted to and from a nearby school by one of the staff each day. A Parent-Teachers Association plans educational and fund raising activities during the year.

The Group Work Club program provides trained adult supervision for all groups from seven to eighty-seven years. Included are:

- Game rooms and arts and crafts for youngsters seven to twelve (120 children);
- Clubrooms and club leaders for teen-agers from thirteen to nineteen years. Regular dances, trips, tournaments and gymnasium activities are offered (220 teen-agers).
- A Men's Club and Parents Advisory Group offer activities for men and women. Gymnasium, carnivals, socials and dramatics (70 adults); and,
- A Golden Age Club meets once a week with 25 members. Provides an outlet for companionship, arts and crafts, trips and visits with other clubs.

The Family Counselor helps parents and teen-agers to settle those problems that become too hard to handle by oneself. He offers advice and guidance based on his training as a social worker.

At all times, the Director and the Staff seek to better neighborhood conditions around the area. This is done by bringing other agencies in to help, organizing citizens to help them obtain what they decide is necessary for better living conditions. Cooperation with the Housing Authority and other vital organizations brings about slow but valuable progress.

The Fuld Neighborhood House is currently participating with the Housing Authority, which provides the actual physical facilities and the management thereof; and, the Council of Social Agencies, whose relationships with health and welfare agencies and coordinating skills are essential, in providing on project the type of services needed to improve the general patterns of human behavior, including diversified recreational programs, Social Agency assistance, and maternal and child health care. The program is progressing rapidly and at present non-housing agency personnel has already been assigned full time to the project.

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In process now is the establishment of a case committee to serve in an advisory, consultative and evaluative role for the agencies within the project and to provide an overall integrated program of case work services. The committee will be comprised of representatives of the following agencies:

1. Health Division of the Council of Social Agencies
2. Family and Children's Division of the Council of Social Agencies
3. Group work and Recreation Division of the Council of Social Agencies
4. Fuld Neighborhood House
5. Tenant Relations Division - Newark Housing Authority
6. Department of Child Guidance - Newark Board of Education
7. Newark Welfare Department
8. The State Board of Child Welfare - Essex District Office
9. Essex County Welfare Board
10. Associated Catholic Charities
11. Family Service Bureau, Newark
12. Children's Aid Society
13. American Red Cross
14. Salvation Army
15. Mt. Carmel Guild
16. Visiting Nurse Association, Newark
17. Mental Health Association of Essex County
18. Jewish Family Service Association of Essex County
19. Urban League of Essex County
20. Essex County Probation Department

Other agencies involved in the project may be added.

The case committee will meet once a month and its primary function will be:

1. To serve as individual consultants to the Intake Worker, as needed.
2. To provide assistance to individual agencies for selection of cases to which priority will be given for concentrated service.
3. Working with the agencies, to most effectively utilize the varied skills of the individual workers and the resources of the agencies.
4. In relation to individual cases:
 - a. To assist individual agencies in diagnosis of the problems and serve as consultants on selected cases as requested by the agencies, or as indicated.
 - b. To assist individual agencies in establishing of treatment goals on individual cases, as requested or indicated.
 - c. To give consultation and guidance to agency workers directed towards achieving the treatment goals.
 - d. To evaluate prognosis and need to modify or change initial treatment goals, of individual cases.

(In fulfilling these roles, it is not intended that the case committee will usurp the role of individual agencies

nor interfere in any way with the normal channels of communication and supervision between workers of individual agencies located in the project, and their central offices. It is merely intended that this committee will provide an additional resource for the agencies involved in services in the project, and also provide a means of an overall, integrated plan of services focused toward achieving the goals of this demonstration project.)

5. To evaluate the effectiveness of the program of casework services, at regular intervals, and to issue written reports to the Steering Committee and to the agencies involved in the project.
6. a. To develop content for an on-going program of In-Service Training for the workers of the agencies participating in the project.
b. To utilize the resources of the community in this program of In-Service Training, as indicated.
7. To establish such forms, procedures, channels of communication, records and other administrative aids necessary to carry out the case work services in the project.

In addition, an Intake and Referral Worker paid by social agencies will be housed in an office in a central spot in the Hayes Project and will be available for services at regularly established and publicized hours. His or her function will be to serve as a central information and referral service to those seeking information or service, and to give counseling service. This may include short-term or longer-term counseling service.

I. The specific functions of this worker will be:

1. To give information.
2. To receive requests and to evaluate presenting problems.
3. To make referral to the appropriate agency within the project or to the appropriate community agency or resource. (1)*
4. To give short-term counseling service, as indicated. (1)*
5. To give longer-term case work service over a period of time, until referral to an agency may be effected; or to refer such applicants to one of the agencies in the project to give counseling service on a sustaining basis prior to referral to a specialized agency. (1)*
6. To assume responsibility for continued interest and contact with the client until effective referral can be made.

To consult with the coordinator and the case committee in resolving any problems surrounding the acceptance of a referral by an agency; or on any problems encountered because of lack of an appropriate agency or community resource for referral.

*(1) For example: If the presenting problem is one of financial assistance, immediate referral will be made to the appropriate financial assistance agency to evaluate the total problem and give direct service or refer to the appropriate social agency in the community.

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The agencies having workers located in Hayes Homes will perform their usual functions as defined by the agency itself. Other agencies, who do not have workers on the project will be responsible for carrying out their normal functions of service to residents of the Hayes Project who may be referred to their agencies.

Those agencies having workers located within Hayes Homes will service eligible clients falling within the normal function of the agency. However, it will also be the responsibility of these agencies to identify those clients in need of more intensive services from their agencies and to select, in consultation with the Coordinator and the Case Committee, those cases to be assigned to their worker or workers for intensive effort, in this demonstration. It may be possible for some of these cases in need of intensive service during the period of demonstration to be assigned to the Intake Worker, or to the Tenants Relation Worker for such service.

Agencies who have workers within the project will maintain their normal channels of communication, supervision and administration. In addition, the Coordinator, Intake Worker, and Case Committee will be available to the agency and its workers for consultation, and planning to achieve a coordinated program of services during the demonstration period.

Never before in Newark has such an effort been made. The concern of Project Hayes Homes is to help in the process of acculturation in order that a maximum of human suffering be alleviated and a minimum disorganization and distress occur within the community.

The Newark Board of Education is providing extensive educational, health and recreational programs both on and off project. In his testimony before the Youth Study Commission of the State of New Jersey on December 2, 1959, Dr. Leo Litaky, Principal, West Kinney Junior High School, accurately and effectively pointed out the social irritants and deficiencies in the Hayes Homes area, what the schools are doing about it, and what can be accomplished through such programs as the Project Hayes Homes in cooperation with community participation. The extent and importance of this report requires the reading of it in toto and for that reason we have included it among the exhibits contained herein.

The recreation program provided by the Board of Education at Reverend William P. Hayes Homes is comprehensive in scope. It includes arts and crafts, athletics, scouting (Girl Scouts), socials and special activities such as holiday programs, and hobbies of all kinds, serving age groups of from four to fourteen years. (Special allowance must be made for the younger brothers and sisters, who have to be "baby tended".)

During the winter months and unfavorable weather an extensive indoor program is conducted at Reverend William P. Hayes Homes with stress on arts and crafts. The active and quiet games rooms is also operated. Equipment is loaned to registered playground members to be used on the outside basketball court and play fields. During the months of September, May and June, the Secondary Playgrounds (Hayes Homes Project) is open from 3:00 P.M. to 9:00 P.M.

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daily. In the months of July and August, "Expanded Summer Program" is carried on during the hours from 1:00 P.M. to 9:00 P.M. daily. The staff is also increased during the summer months. At Reverend William P. Hayes Homes Project many samples of the work done by the boys and girls are on exhibition in the Recreation Room in the basement of 338 West Kinney Street. Included in the exhibits are pictures of some of the dance groups of Reverend William P. Hayes Homes. The background props were used all over the city during the "Summer City-Wide Dance Festival". The Hayes Homes Jr. Softball Team was the 1958 boys club league champs and co-champs, 1959. A trophy was received emblematic of this accomplishment.

There has been a very active Tenant Association in the Reverend William P. Hayes Homes almost since the inception of the project. It is dedicated to help the tenants to promote better living, improve health standards and encourage and stimulate greater harmony and understanding within the community in cooperation with the project management and the Fuld Neighborhood House. This organization conducts meetings frequently to discuss tenant-management, community and civic problems, and to develop and implement social and recreational programs. It is currently sponsoring and supervising extensive Boy Scout and Girl Scout Activities, boxing classes and exhibitions, dances for all age groups, and many social activities, including teas, luncheons and get-togethers, to which tenants, representatives of community groups and the Housing Authority are invited. In addition, each year during the important holiday seasons, such as Easter, Thanksgiving and Christmas, the Association gathers toys and the makings for food baskets and distributes them to the indigent families residing within the project.

The Housing Authority established a model three-room apartment in the instant project on April 1st, 1959 under the supervision of a skilled staff member. This program was initiated to assist tenants in furnishing their own homes attractively and inexpensively.

The furniture and household furnishings were purchased at better used furniture stores, moving-van warehouses and the Five and Ten Cent Stores at an approximate cost of Three Hundred and Fifty Dollars (\$350.00). The apartment was visited by project residents, prospective tenants, people from the adjacent community and all of the home-making classes of the West Kinney Junior High School, including teachers and students. In all, about 700 to 800 persons visited the apartment, 146 of whom were students and teachers.

The program was terminated at the project on October 1st, 1959 and will be re-established at the Stella Windsor Wright Homes, a project approximate in size to the Reverend William P. Hayes Homes and located in the same area, in the near future.

The exhibit contained herein and captioned "Off-Project Group Work and Recreation Agencies and Their Programs" amply demonstrates the variety of activities available in the project area to groups of all ages. However, there is still need for additional parks, playgrounds and swimming pools.

What about the results to date? Numerous concrete, tangible steps have been taken. They are visible proof that the concept of "changing services in a changing community" is being accepted.

Some of the accomplishments to date are:

The assignment of three Essex County Welfare Board workers to Hayes Homes, the assignment of a Visiting Nurse to the project, and the assignment of two Department of Welfare workers in the adjacent area. The Family Service Bureau of Newark is considering the assignment of one of its staff members to the project to render casework and referral services. Other agencies are becoming similarly interested. The Housing Authority has assigned an additional worker to Hayes Homes.

Fuld Neighborhood House has broadened its program in many respects in order to better serve the local community.

The Family and Children's Division of the Council of Social Agencies has completed a plan to bring more services in this field to the project.

A "Crash Program" of apartment inspections was undertaken by the Tenant Relations Division of the Housing Authority and the Division of Health, with excellent results. Action was necessary only in five cases out of 1,458.

A successful Polio Immunization Program was conducted during the summer, in cooperation with the Division of Health.

The Group Work and Recreation Division of the Council of Social Agencies is completing a plan for coordinated group work and recreation services and programs in the area.

A Religious Program, including a survey of tenants has been completed, for the purpose of encouraging residents and their families to become active in the church of their choice.

A Baby-Keep-Well Station has been established by the Division of Health and is available to residents.

A Health Education Program is being planned by the Hospital and Health Council.

The creation of a Model Apartment, designed to assist tenants in furnishing their own homes attractively and inexpensively.

The Youth Study Commission of the State of New Jersey held a public hearing at Fuld House on December 2, 1959, receiving invaluable testimony from lay and professional leaders in the area as to its problems and needs.

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There is a definite downward trend in the rate of juvenile delinquency, vandalism, poor housekeeping and poor rent paying habits, as indicated by project management and agency records.

The Tenant Relations Division reports that their services reveal that 70% to 80% of the families serviced showed marked improvement in the problems for which they were referred. 10% of the families serviced voluntarily moved out of the project during the course of service and 10% were recommended for eviction.

During the most recent physical inspection of the entire 1,458 apartments in the instant project, a total of 115 apartments were found to be unacceptable in accordance with our minimum housekeeping standards. After preliminary efforts on the part of management to correct the conditions, all of the 115 tenants were referred to the Tenant Relations Division for further action.

It was the decision of management and the Tenant Relations Division to enlist the services of the local Board of Health in dealing with these families. In every instance each apartment was visited by a Tenant Relations staff worker and a Board of Health inspector. In some instances it was necessary for the Board of Health inspector to serve a ten-day notice to comply or be charged with a violation of the sanitary code. Subsequent visits were made whenever indicated.

Significantly, it was necessary to recommend eviction in only 17 instances. The other showed enough improvement to permit them to continue in occupancy.

Referrals by management to the Tenant Relations Division include problems relating to housekeeping, rent delinquency, vandalism, discord-noise, juvenile delinquency, neighborhood disputes, parental neglect, family problems, income and family composition, undesirable conduct, and uncooperative attitude.

Some examples of the type of referrals and the methods of handling by the Tenant Relations Division are illustrated by the following cases:

Case of the G Family

" This case was referred to this department for undue noise. Complaints were lodged by neighbors who heard son crying, parents screaming, and suspected child was being beaten. During interviews with the G's, it was learned that this son was Mrs. G's by a previous marriage, that the boy was nervous, that he wouldn't obey, that they sometimes screamed at him to make him obey. They denied any beating.

Investigations were made at the school where the boy was a pupil, and information was elicited that this boy was regarded by his teachers as subnormal mentally, that he was doing poorly at school, that their feeling was that the boy was being mishandled by his parents.

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The advisability of calling in an agency was discussed and agreed upon, and the agency servicing such cases was asked to enter the picture. This agency arranged for psychiatric examination of the child at the county clinic. They also undertook teaching the parents the correct way to handle the child.

At the time of the last contact, it was learned that the boy was making steady progress, that he had made good adjustment at home and school even in the short time he had been under professional care. It was the opinion of the agency that the boy had been mishandled, and that if that kind of treatment had continued much longer, irreparable damage would have been done the child.

Case was closed and there have been no further complaints."

Case of the R Family

" This was referred for household discord, undue noise and house-keeping. This family was seriously maladjusted. Husband drank and acted disorderly, had been in jail. Housekeeping was very bad, apartment badly neglected, children neglected, mother slatternly.

The family consisted of father 47, mother 24, three daughters, ages 8, 5 and a baby of 6 months. The 5 year old was a cerebral palsy victim, stayed in a crib all day and could do nothing for herself. Because of the absorbing care needed by this child, Mrs. R was neglecting her two well children, her home and her person. Family relationship was deteriorating. Visiting nurse found that the sick child was not receiving the right therapy.

Husband kept complaining of wife's neglect of home and children and gave that as an excuse for his drinking and spending so much time in the taverns. Besides complaining about his wife, he apparently did very little to help the situation. A public agency was giving this family a monthly grant, and later another public agency came into the picture. All agency workers agreed that if the sick child were removed to an institution, rehabilitation of this family would be possible.

We worked on the aspect of placement for the sick child and the consent of the parents to this placement, and finally succeeded in getting the child admitted into an institution where she is getting the kind of care she needs. Mr. R because of his behavior toward his family was ordered by his probation officer to stay away.

The R Family was seen by our worker at least once a week and sometimes oftener. Under counseling and guidance, conditions in the home improved. At the last contact, the apartment was clean, the children cared for and clean, and Mrs. R looked clean and neat. "

Case of the W Family

" Referral asked this division to assist the family. This is a mixed marriage, wife is Japanese and husband Negro. Marriage took place in

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Japan seven years ago when Mr. W was there in the U. S. Army. To the health, marital and financial problems which existed in the family, are added problems of prejudice and social acceptance, different cultural and religious backgrounds, new social customs in a new country, homesickness for the native land left behind. There are two children of the marriage, a 6 $\frac{1}{2}$ -year old boy (who has a congenital heart condition), and a 5-year old girl.

At the time of our first visit, we learned that Mr. W. was no longer in the home. The couple had had many difficulties and had been in and out of courts. Mrs. W claimed her husband beat her, he was unreliable about money matters, the family had been locked out of their apartment for non-payment of rent and ACC came forward to help them. Mrs. W is getting psycho-therapy treatments by Dr. Walkind, Psychiatrist. The husband is under the supervision of ECPD, Probation Officer Francis. He was ordered to pay \$20.00 a week support. Mrs. W is a pleasant, likeable person, apparently devoted to her children. The apartment is clean and pleasant.

Following our first visit, there was a period of financial distress. Mrs. W depended on her husband's support payments and he often missed paying, leaving the family in want. We were able to get emergency help through ACC, the Urban League and other interested agencies. The Urban League gave the family a \$50.00 check at Christmas time which came in very handy to take care of current expenses and pay some bills. We also contacted Mr. Francis about the irregularity of the support payments and he arranged that Mr. W make those payments through ECPD to insure future regularity.

Mrs. W spoke about getting a job, and in February she notified us that she did get one at Tung-Sol in Bloomfield. The psychiatrist felt that working would be good for Mrs. W, in the first place would give her more money and a more reliable income, and in the second place would help her adjust to her new country. Mrs. W has great longing to return to Japan but she feels that Japan would not be good for her children where they might run into even greater prejudice than they do in the U. S.

Since Mrs. W got her job, she appears to be happier. She is grateful for the help and interest shown her by the agencies. Her husband's support is coming in more regularly. We are discontinuing our visits at this time and closing this case."

The appearance of the buildings and grounds reflect the changed character of the tenants. The general behavior pattern of the people has improved immensely and vandalism as well as delinquency shows a marked reduction.

Mr. Herman Hillman:

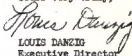
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The saturation effort employed at project Hayes Homes has paid enormous dividends in telescoping the time in which better citizenship is being developed.

This effort would not have been possible without the profound understanding of the community leaders, the Public Housing Administration and the cooperation of the tenants and nearby residents.

Yours very truly,


LOUIS DANZIG
Executive Director

LD:JS:fmk